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ABSTRACT

Analysis of the provisions for Hispanics, Asians, and other minority groups (excluding Blacks) in the desegregation plans of 13 cities (Boston, Chicago, Cleveland, Dallas, Denver, Detroit, Los Angeles, Miami, Milwaukee, New York City, Philadelphia, San Francisco, and Seattle) suggests a number of trends: (1) These groups have not been classified as Black; in voluntary plans they have been classified on a percentage formula related to the groups as "separate identifiable groups" (i.e., neither White nor Black); in mandatory plans they have been classified as White; district size has not affected classification; and a high percentage of a group in a system has led to classification as a "separate identifiable group," while a low percentage has led to classification White. (2) District size has had little effect on language provisions; in districts with a high percentage of these groups, government bilingual requirements, at a minimum, have been carried out, and State requirements have led to extensive language support programs; in the case of mandatory plans bilingual provisions have been implemented, but in most cases implementation has been independent of desegregation plans and has often resulted from State and Federal guidelines. (3) The minority community has reacted to the plan whatever the group's percentage in the system, whether the plan was voluntary or mandatory, and whether or not it had provisions for language support. Appended are a summary chart of the study, a list of the cities profiled, a reproduction of the research agenda, and a map of the cities. (CMG)

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THE PROVISIONS FOR HISPANICS, ASIANS AND OTHER MINORITY GROUPS IN DESEGREGATION PLANS IN MAJOR AMERICAN CITIES

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THE SCHOOL DISTRICT OF PHILADELPHIA

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Report No. 8424
March 1984

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ABSTRACT

This research focused on desegregation plans in major American cities, and answered the following questions: (1) What is the proportional representation of Hispanics, Asians, and other minorities (non-Blacks), in public school districts?; (2) How are these ethnic groups classified for desegregation assignment purposes, and what consideration is given them in desegregation designation percentages?; (3) What provisions are made for language support?; (4) Are the desegregation plans voluntary or mandatory, and what are the demographic features of the public school system?; (5) What has been communities' reactions to desegregation plans?

An extensive literature review and telephone survey were conducted involving the thirteen (13) major cities studied. A summation of findings is presented, along with case profiles on each school district studied. A case study on Philadelphia's desegregation plan and provisions for Hispanics, Asians, and Others, is also presented.

Title of Study: The Provisions For Hispanics, Asians, And Other Minority Groups In Desegregation Plans In Major American Cities.

TABLE OF CONTENTS

INTRODUCTION----------1

SUMMARY OF FINDINGS----------3

PHILADELPHIA: A CASE STUDY----------6

A CONCEPTUAL MODEL OF DESEGREGATION POLICY----------9

CASE PROFILES----------14

CONCLUSION----------31

REFERENCES----------32

APPENDICES----------35

Introduction

This desegregation research project is an outgrowth of the initiatives and interests of the School District of Philadelphia, under the leadership of its newly-appointed school superintendent. The questions framed for research were in the following five (5) areas:

- What is the proportional representation of Hispanics, Asian-Americans, and other minorities (exclusive of Blacks), in public school districts in major American cities?
- How are Hispanics and other minorities, e.g. Asian-Americans, classified for desegregation assignment purposes; and, what consideration is given to them in desegregation designation percentages?
- What provisions are made for language support?
- Are the desegregation plans mandatory or voluntary; and, what are the demographic features of the public school systems, e.g. number of schools?
- What has been the communities' reactions to desegregation plans?

The purpose of the research on the above questions was to gain insight into public school desegregation, and the practices in major American cities, in order for the School District of Philadelphia to implement its voluntary desegregation plan with knowledge of, and sensitivity to, the practices that have occurred elsewhere.

The methodology employed in this research effort entailed an extensive literature search on desegregation. The focus was explicitly on the years 1975-1983, and on the previously identified groups. Initially, twenty-five (25) major American cities were selected based on size and urban characteristics similar to the Philadelphia area. The list of identified cities represented a cross-section of locales in the United States. However, because of the limited, or lack of, information on many of the cities initially selected, only those major cities for which data was available have been included in this study. (See Appendices.)

The chief source of the data and descriptive information were The Educational Directory of Public School Systems 1977-1979 (Williams and Warf, 1978, U. S. Government Printing Office); Fall 1980 and Fall 1982 Enrollment By Race (The Council of the Great City Schools), reports based on data from the Office of Civil Rights 101 Forms; and an extensive number of ERIC documents; journal and periodical research reports were also reviewed. The ERIC publications of David Morgan and Robert England (ED211 655, Nov. 1981; ED215 005, Feb. 1982), were used to replicate the case profile format herein. A telephone survey was conducted to validate and clarify the findings, and to solicit additional information. A detailed list of references appears at the end of the report.

SUMMARY OF FINDINGS

SUMMARY OF FINDINGS

Analysis of the case profiles produced the following summary statements which are tentative and suggestive of trends but not firm conclusions, due to limitations of the sample size and available information:

. Classification of Hispanics, Asians and Others based on Voluntary/ Mandatory Plan Implementation:

- Whether a desegregation plan is voluntary or mandatory, Hispanics and others have not been classified as Black. (In the one instance where this was done, resulting Hispanic protests changed such criteria.)

- In voluntary desegregation plans, the trend is to classify Hispanics, Asians, and Others based on a percentage (%) formula related to the groups as "identifiable", based on the groups' ethnicity; neither White nor Black as a classification was applied. (Of the five cities that have Voluntary Plans, the Milwaukee Public Schools are the exception.)

- In a mandatory desegregation plan, the classification of Hispanics, Asians, Others as White has been applied. (The case profiles document 3 out of 7 such policies.)

- It does not appear to matter that a desegregation plan is voluntary or mandatory for the classification of "a separate identifiable group" to be applied.

. Classification related to district size, e.g. percentage of Hispanics, Asians, and Others; Total enrollment, number of schools:

- District size, i.e. number of schools, and total enrollment does not appear to affect classification status.

- A high percentage of Hispanics, Asians and Others in a public school system, e.g. New York and Denver, has resulted in the classification of "separate identifiable group". The case of Dade County (Miami) is an exception: Hispanics are classified as White. (In this instance, Hispanics, i.e. Cuban Americans, due to cultural phenomenon, may have preferred and insisted upon such a classification.)

- In districts with a low percentage of Hispanics, Asians and Others, (less than 10% of the district enrollment), the classification as White occurred.

Whether the desegregation plan was mandatory or voluntary, if the school district enrollment was low (less than 10% Hispanics and Others) the classification as White occurred.

In the case of a high proportion (more than 20%) of the enrollment composition

of Hispanics and others in the school district, whether the plan was mandatory (Denver) or voluntary (N.Y.), except in Dade County (Miami) with a mandatory plan where Hispanics are classified as White, the practice has been to classify the group as separate and identifiable.

. Provisions for language support based on voluntary or mandatory plan:

  - In voluntary plans, while the literature documents little bilingual educational services beyond adherence to federal guidelines, a survey of school districts (personal communications) indicated much more extensive services as a result of local initiatives and state mandates.

. Analysis of Provision for Language Support based on District Size, (Note, as previously detailed, enrollment percentage high = more than 20% of Hispanics, Asians, Others; medium = 10-20% combined Hispanics, Asians, Others district composition; low = less than 10%.)

  - District size, total number of students enrolled, or number of schools, appear to be of no measurable consequence to language provisions.

  - In districts with a high percentage of Hispanics, Asians, Others, whether the plan was voluntary or mandatory, government bilingual requirements, at a minimum, are carried out. Additionally, state regulations have resulted in extensive language support programs.

  - By implication or specific reference, the research shows that in the case of mandatory plans, whether the enrollment composition is low, medium, or high, bilingual provisions have been implemented. However, in most instances implementation was independent of desegregation plans, and often resulted from state and federal guidelines.

. Analysis of Community Reaction Related to How Groups were Classified:

  - There is one instance of the Hispanic community reaction and protest based on opposition to being classified as Black.

  - In other instances where community reactions occurred, the protests or reactions by Hispanics, or Asians, were unrelated to the classification issue.

. Analysis of Community Reaction Related to Mandatory/Voluntary Plan Implementation:

  - It did not matter whether the plan was mandatory or voluntary, community reactions occurred related to a number of issues as indicated in the case profiles.

. Analysis of Community Reactions and Language Support Provisions:

- In instances of a language support provision, community reactions occurred related to a range of concerns, inclusive of and beyond language support provisions. The implication seems to be that with language support provisions, Hispanics, Asians, and Others do not hesitate to seek additional assurances in the desegregation process.

. Analysis of Community Reactions Related to School District Size:

- While no direct relationship was discussed between district size, number of schools, or total enrollment, related to the targeted population, it seems reasonable to assume that while the enrollment proportions in smaller districts are no greater than in larger districts, the minority groups (Hispanics, Asians, Native Americans, Others) in larger school districts make up a significant number suitable for framing desegregation policies that focus on their educational needs and concerns.

Community reactions occurred whether the proportional Hispanic, Asian, and Other, student percentages were low, medium or high. Community reactions occurred and do not appear to relate to whether the plan was voluntary or mandatory; or to provisions for language support within a mandatory or voluntary plan. The implication is that community reactions among Hispanics, Asians, and Others, are a product of the community organization and the internal political features of the locales, as well as a myriad of concerns within the community. (Note: Statements made about Hispanics are treated as applicable to Asian-Americans, and Others, unless otherwise specified; there was little, if any, available data on Asians and Others in the research literature.)

A CASE STUDY: PHILADELPHIA'S DESEGREGATION PLAN AND PROVISIONS FOR HISPANICS, ASIANS, OTHERS

A CASE STUDY OF PHILADELPHIA

Analysis of the summary findings, and a review of the profiles on the cities included in this study, indicate that the School District of Philadelphia is unique in its policy classification of Hispanic, Asian, and Other (non-Black) minority groups.

Philadelphia is similar to every city included in this study on the issue of provisions for language support. The language support policy, in Philadelphia and most cities, exists independent of desegregation-related concerns. However, language support programs seem to be a prerequisite for ensuring Hispanic, Asian, and Others' acceptance of desegregation plans. Philadelphia, similar to most major American cities, has implemented language support programs that both adhere to and exceed federal government minimum requirements for bilingual education.

Consistent with the findings on other major American cities, the research on Philadelphia indicated that community protests did not occur in opposition to voluntary desegregation (see Appendix A). In Philadelphia, the Hispanic community's reactions to the School District's desegregation plan were both complimentary and supportive (as indicated by communications, i.e., letters, testimony, phone calls, to the Superintendent and Board of Education).

In this study, the findings on other school districts indicate that there were instances of Hispanics, and Asians' concerns expressed relative to language support provisions within voluntary desegregation plans; however, no major protests or opposition has occurred. In the case of Philadelphia, the research findings in this area are consistent.

The classification issue, which makes Philadelphia unique from other locales, is complicated in the Philadelphia setting because of the intervention of a state agency - the Pennsylvania Human Relations Commission. The case profile on Philadelphia (p. 26) illustrates the disagreement between the School District

and Commission on the issue of classification. After intensive negotiations, the District and the Commission agreed to a "combined minority" definition of a desegregated school. For purposes of this definition only: Hispanics, Asians, Blacks, and other minorities cannot exceed 75% of a school's population; whites 60%, for a school to be desegregated. Within the schools, and for all other accounting purposes, the groups are considered independent.

To further accent the distinctiveness of Philadelphia related to the classification of Hispanics, Asians, and Others, the data suggest that the School District of Philadelphia has developed the concept of "racially mixed" schools. The data on Philadelphia indicated that a "racially mixed" school is considered neither segregated nor desegregated. Instead, such a school is defined as composed of two or more ethnic groups exclusive of Whites. As a result, the Philadelphia School District's desegregation policy seeks to address this occurrence via an educational improvement plan, and the enrollment of White students through educational incentives within the voluntary desegregation plan. Such school improvement initiatives are consistent with the strategy employed by other school districts in an attempt to encourage voluntary transfers, and alternatively provide a districtwide quality educational program.

The Philadelphia school desegregation policy includes a proviso that states, "No attempt will be made to transfer students enrolled in bilingual programs absent an individualized finding of proficiency and an equivalent program in the receiving school" (From personal communications, and the document, To Educate All Our Children: Proposed Modifications to The Desegregation Plan of The School District of Philadelphia. School District of Philadelphia, October, 1983, pp. 56-57). Additionally, numerous other policy statements exist relative to desegregation, time and distance constraints on pupil movement, and a focus on systemwide educational improvement.

The data on Philadelphia's public school system's treatment of Hispanic, Asian, and Other (non-Black) minority groups suggest an interim solution to the issues and problems endemic to desegregation.

A review of the desegregation literature, and a phone survey produced the empirical data presented in the section of this study entitled "Case Profiles". The literature research was unable to answer the questions posed at the onset of this study. In spite of personal correspondence (phone survey) to supplement, support and verify the findings on each school district profiled, definitive answers to the research questions in this study were not possible.

The data on non-Black minority groups' treatment in desegregation in major American cities suggest that no firm resolution to the problems has occurred. This study catalogues how Philadelphia and other school districts have attempted to deal with the issues. The result in Philadelphia, and similarly in most major cities, has been an interim solution.

Current demographic and geographic realities in Philadelphia indicate a continual infusion of Hispanics and Asian-Americans. This population increase is occurring while the percent of Whites in the city is decreasing, and the remaining Whites are concentrated in two of the school district's seven administrative units (To Educate All Our Children, supra, pp. 11-22).

On a nationwide basis, the population trends indicate an increasing influx and/or birthrate of minority groups. As a result, the issues associated with school desegregation and the treatment of Hispanics, Asians, and Others will require the expanded attention of educators (policy-makers, planners, researchers, administrators, etc.).

A CONCEPTUAL MODEL OF DESEGREGATION POLICY

A Conceptual Model

Similar to many areas of educational research, inquiry into the field of desegregation is without the benefit of a theoretical model upon which to order and understand the experiences and body of knowledge generated. Although the research literature on desegregation and Hispanics, Asians, Others (non-Blacks) is limited in its focus, as well as lacking a theoretical framework, there are some findings posited by researchers which may contribute to the development of theory (and greater understanding) of the desegregation practices affecting non-Black minorities.

In recent years, one of the most exhaustive and scholarly researched desegregation studies has been the, Assessment of Current Knowledge about The Effectiveness of School Desegregation Strategies (Hawley, et al., 1981).* Some of the findings and recommendations from the study which are offered regarding non-Black minorities and desegregation are:

(1) Different minority groups (e.g., Blacks and Hispanics) should be treated differently and distinctly. Hispanics have sometimes been counted as Blacks, and sometimes as Whites, usually to minimize the busing of Whites. (p. 42; Vol. I) *

(2) Often non-Black minorities have been ignored, treated as Blacks, or treated as Whites in the design of desegregation plans. Not only should Blacks, Hispanics, Asians/Pacific Islanders, and Native Americans be defined as discrete groups, but the educational needs of different subgroups need to be considered. (p. 41; Vol. I) *

(3) The problems faced by Hispanics in desegregation are often considered different from those faced by Blacks. Even within the Hispanic community, different Hispanic groups face different problems. (p. 45; Vol. VI) *

(4) The literature stresses that successful desegregation of Hispanic students depends on the extent to which parents and other members of the Hispanic community support and participate in planning and implementing desegregation and academic programs for their children. The literature also notes that the presence of bilingual programs encourages acceptance of desegregation plans in communities with large Hispanic populations. (p. 47; Vol. VI) *

(5) Teacher and staff training is emphasized so that teachers may better understand Hispanic students and their culture and language... (p. 47; Vol. VI) *

(6) While bilingual programs are thought to increase the academic achievement of Hispanics and promote better relations among all students by teaching Hispanics english, such programs also tend to resegregate Hispanics within schools. Bilingual classes that only enroll Hispanics tend to separate them from other students... Their separation in bilingual classes often sets them apart from the other students, which, in turn, often leads to social and greater racial separation. (p. 46; Vol. VI) *

(7) The determination of racial classification may in turn determine whether existing instructional programs, local community control of school activities are continued or discontinued. (p. 47; Vol. VI) *

(8) Successful bilingual programs have been terminated because desegregation plans with mandatory student assignment scatter Hispanic children among predominantly White or predominantly Black schools in which no bilingual program exists or will be implemented. (p. 46; Vol. VI) *

(9) Although Hispanics generally support desegregation theoretically, they sometimes believe that special bilingual programs may be jeopardized if Hispanics are dispersed under desegregation plans. (p. 45; Vol. VI) *

(10) Hispanic involvement in recent desegregation cases has been at the remedy stage in attempts to preserve the integrity of bilingual programs (in Fernandez & Guskin, 1981). (p. 271; Vol.V) *

The search for a theoretical framework to better understand desegregation and non-Black minority groups has yielded nothing beyond the findings reported above, in addition to the case profiles developed herein. The Vanderbilt University National Study (Hawley, et al.) offers an extensive research agenda on desegregation and Hispanics (see Appendix C). However, the findings and suggested research are experiences for practitioners to remember and act upon without the benefit of theory to predict possible outcomes.

"If there is one thing that stands out from this review, it is that 'the two mandates (bilingual education and desegregation) are rife with imprecise definitions, political interpretations, government jargon and educanto, and advocacy from varying interpretations'" (from Carter, 1979 in Hawley, et al., 1981, p. 264; Vol. V).

The preceding discussion points to the need for a framework (model) in which a synthesis of the research may be understood in a conceptualized fashion beyond the listing of findings. Developed below is "A Sociopolitical Conceptual Model of Educational Policy and Desegregation Provisions for Hispanics, Asians, Others". (See page 13)

The previously documented research, along with the array of findings on other locales, support the proposition upon which the model is derived, which is: Political and social forces (influences) are the prevailing considerations that go into educational policy decisions that affect Hispanics, Asians, and Others (including Blacks).

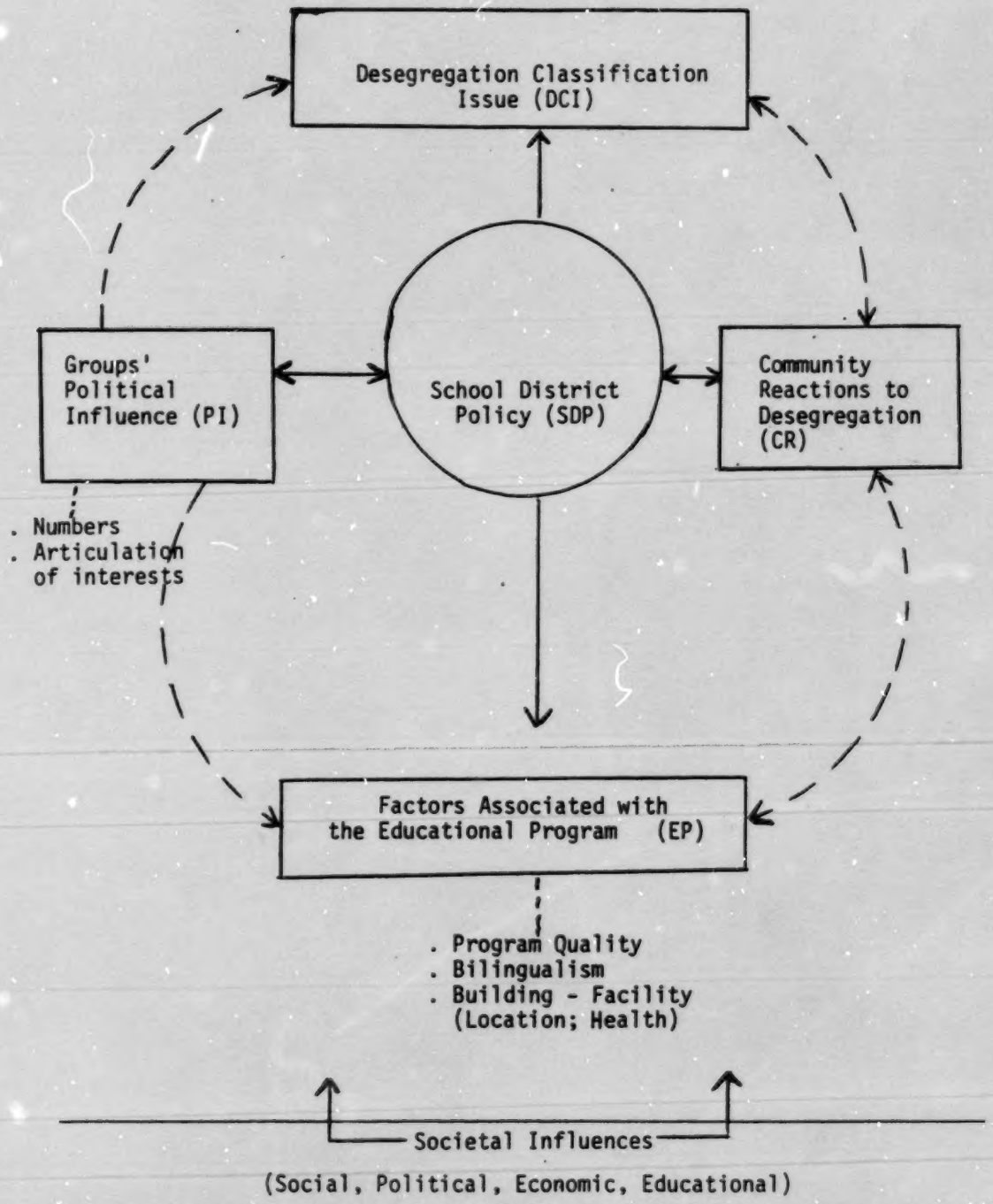
The depictions within the model are self-explanatory and supported by additional points of clarification. Although the model does not lay claim to being a theoretical descriptor of the issue desegregation and non-Black minority groups, it is presented as an initial framework of conceptualization.

The chief point that emerges from the model, consistent with the research findings, is that policy-makers within a school system may decide to do whatever is interpreted as "best" for the system. However, sensitivity to the prevailing influences, and actions/reactions of the affected communities will ultimately determine the face validity of the desegregation policies.

This research effort, endorsed by the School District of Philadelphia, is one of many necessary steps in the journey toward effective desegregation policy which is sensitive to all segments of the school system.

A SOCIOPOLITICAL CONCEPTUAL MODEL OF EDUCATIONAL POLICY

AND DESEGREGATION PROVISIONS FOR HISPANICS, ASIANS, OTHERS



CASE PROFILES

The Provision for Hispanic, Asian, and Other Minority Groups
in Desegregation Plans in Major American Cities

Case Profile

A. School District: Boston Public Schools

B. Demographics: Total School Enrollment 56,198
Racial Breakdown:

White	%	Black	%	Hispanic	%	Asian	%	Others	%
16,631	29.6	27,045	48.1	8,496	15.1	3,751	6.7	275	0.5

# Schools in District	Voluntary/Mandatory Plan
123	Mandatory

C. Classification:

-- Between 1966-74, Hispanics were classified by the school district as Spanish Black and Spanish White. Four out of six Hispanics identified themselves as Spanish White. However, the number of Hispanics enrolled in the public schools was too small to be of any statistical significance relative to classification.

-- Plans to treat Hispanics as Black were discarded; prior to 1974, Hispanic Whites were used to fill White desegregation percentage requirements.
-- After 1974 a federal judge established standards that treat Hispanics as "Other Minority". Presently in effect are the classifications: Black, White, (over)

D. Provision - if any, for language support:
-- Clusters of language groups established, involving 20 students per grade at three consecutive grades in any selected school to which students were bused, at the elementary and middle school levels. Same age Spanish speaking children are provided instruction based on language level, not age.
-- At the high school level, specialized teachers are used to teach different kinds of math, science, and other subjects based on the language level of the Hispanic student.
-- Hispanics (bilingual students) are assigned to schools first, then Whites and Blacks are assigned based on consideration of percentages necessary to reflect a desegregated school.

E. Reactions of Hispanics/Asians/Other Minorities, if any/if available:

-- The Hispanic community was in an "uproar" against classification and treatment of Hispanics as Black (plan was discarded).
-- Hispanics expressed the view that busing was the least of their worries; assurances were sought for the continuation of bilingual programs.

SCHOOL DISTRICT

BOSTON PUBLIC SCHOOLS

Classification: (Cont'd.)

Other Minority (which includes Hispanics, Chinese, Indian, or Other).

-- A desegregated school, if it is a magnet school, must reflect the city-wide population percentages. All other schools must reflect the geographic district population of the location.

The Provision for Hispanic, Asian, and Other Minority Groups
in Desegregation Plans in Major American Cities

Case Profile

A. School District: Chicago Public Schools

B. Demographics: Total School Enrollment 435,843
Racial Breakdown:

White	%	Black	%	Hispanic	%	Asian	%	Others	%
71,171	16.3	264,530	60.7	88,746	20.4	10,715	2.5	681	0.2

# Schools in District	Voluntary/Mandatory Plan
669	Voluntary

C. Classification:
- -- No official statement exists on the classification of Hispanics, Asians, and Others.
- -- A "minority group" classification of Hispanics is implied as well as a "non-Black" designation.
- -- The district's goal is tri-racial balance.
- -- A school is considered desegregated, for example, if Whites make up 30% of the school population, whether the remaining 70% is all Hispanic, all Black, or a combination of minority groups.

D. Provision - if any, for language support:
- -- The district's desegregation plans call for Hispanic, Asian, and Other students to be provided bilingual services as needed.
- -- Presently, the district is working to develop and implement language support programs.
- -- Some magnet schools have language support components.
- -- Bilingual programs exist in racially isolated schools that have a predominantly Hispanic enrollment.

E. Reactions of Hispanics/Asians/Other Minorities, if any/if available:
- -- A parent-student survey indicated some Hispanic opposition to both mandatory and voluntary busing.
- -- Hispanic parents did not want their children going far from the neighborhood school. Also, Hispanic parents seemed not to understand the concept and intent of desegregation. For example, Hispanic parents raised the issue, "Why send a child to another school when the student's present school could be improved; or is the implication that one's present school is not good?"

The Provision for Hispanic, Asian, and Other Minority Groups in Desegregation Plans in Major American Cities

Case Profile

A. School District: Cleveland Public Schools

B. Demographics: Total School Enrollment 80,377

Racial Breakdown:

White	%	Black	%	Hispanic	%	Asian	%	Others	%
20,498	26.5	52,808	68.3	3,190	4.1	658	0.9	223	0.3

# Schools in District	Voluntary/Mandatory Plan
130	Mandatory

C. Classification:

-- Hispanics included in the broader mass of people as non-Black (or White).
-- A school is considered desegregated if it has a specified percentage of Blacks and Others, i.e. Whites, Hispanics, Asians, or Others.

D. Provision - if any, for language support:

-- Similar to the Boston cluster plan, with some modifications, Hispanics and Asians are clustered in groups of 20 per grade at three consecutive grades in selected schools to which they are bused. (The schools have bilingual programs, and Hispanics, Asians and Others are assigned to the schools before Black and White assignments.)
-- Lau centers-bilingual programs, exist, especially in the junior high schools.

E. Reactions of Hispanics/Asians/Other Minorities, if any/if available:

-- The non-Black population - Whites, Hispanics, Asians, Others, held peaceful protests. The plan was implemented without incidents of violence.
-- Hispanics, at the pre-implementation stage of the plan, protested because they were not classified as a minority group, and attempted unsuccessfully to intervene in the court case. After assurances of Lau Centers-bilingual programs, the protests subsided.

The Provision for Hispanic, Asian, and Other Minority Groups
in Desegregation Plans in Major American Cities

Case Profile

A. School District: Dallas Independent School District

B. Demographics: Total School Enrollment 127,773
Racial Breakdown:

White	%	Black	%	Hispanic	%	Asian	%	Others	%
33,543	26.3	63,545	49.7	28,050	21.9	2,146	1.7	489	0.4

# Schools in District	Voluntary/Mandatory Plan
184	Mandatory (with voluntary provisions)

C. Classification:

-- Hispanics were considered by the courts as a separate identifiable group.
-- Classifications which exist are Black, Brown (Hispanic), Other - Whites and Asians who are non-White but not Black or Brown (Hispanic).
-- A school is considered desegregated based on the percentage of each of the groups enrolled. (Personal communication indicated that how Hispanics are classified is dependent on what is most expeditious for showing racial proportions).

D. Provision - if any, for language support:

-- Bilingual programs exist in grades K-6. Parents of students with limited English proficiency are surveyed. If parents wish, and based on staff and resources, students are assigned to a bilingual program school.
-- English as a second language is taught in grades K-12.
-- Immersion Centers for students in grades K-3 operate to provide students with instruction until the students are proficient in English.

E. Reactions of Hispanics/Asians/Other Minorities, if any/if available:

-- Due to the combined efforts of business and community leaders, desegregation efforts were facilitated; organized anti-desegregation groups, demonstrations, and/or violence were not present.

The Provision for Hispanic, Asian, and Other Minority Groups
in Desegregation Plans in Major American Cities

Case Profile

A. School District: Denver Public Schools

B. Demographics: Total School Enrollment 62,827
Racial Breakdown:

White	%	Black	%	Hispanic	%	Asian	%	Others	%
24,754	39.4	14,388	22.9	20,670	32.9	2,450	3.9	565	0.9

# Schools in District	Voluntary/Mandatory Plan
124	Mandatory

C. Classification:

-- As a result of the court case, Keyes V. School District Number One, Chicanos are treated as a separate identifiable group.

D. Provision - if any, for language support:

-- An initial part-time pairing plan allowed non-English speaking students to receive bilingual instruction in their home school, and to attend desegregated schools offering optional subjects.
-- Non-English speaking students are assigned before others to classes in desegregated schools with bilingual programs.
-- Presently, pairings with suburban schools exist in grades 4-6. A legal issue is being raised concerning the lack of bilingual instruction in suburban schools.
-- English as a second language exists in all schools. Also, a Bilingual Resource Center operates throughout the district to provice services in desegregated (over)

E. Reactions of Hispanics/Asians/Other Minorities, if any/if available:

-- Hispanics voiced a preference for attending neighborhood schools, but because no choice was available, they supported the desegregation order.
-- No violence reported, but a few demonstrations by Whites did occur.

SCHOOL DISTRICT
DENVER PUBLIC SCHOOLS

D. Provision (Cont'd.)

schools not offering bilingual instruction.

-- At the middle school level, a cluster plan exists which provides language support. The Hispanic community is seeking exemption from busing, based on the educational justification that language deficient minorities at the upper grades are better served within the cluster plan which allows students to be grouped together in one school, until language proficiency is achieved by the student.

The Provision for Hispanic, Asian, and Other Minority Groups
in Desegregation Plans in Major American Cities

Case Profile

A. School District: Detroit Public Schools

B. Demographics: Total School Enrollment 202,989
Racial Breakdown:

White	%	Black	%	Hispanic	%	Asian	%	Others	%
22,073	10.9	176,251	86.8	3,347	1.7	826	0.4	492	0.2

# Schools in District	Voluntary/Mandatory Plan
314	Mandatory

C. Classification:

-- Hispanics, specifically in one administrative district, were classified as White (or non-Black), and used to desegregate the district.
-- In schools with a substantial number of Hispanics, a tri-racial balance is often attempted. However, Hispanics have been classified as non-White, or as White, whichever is advantageous to the Hispanic interests.

D. Provision - if any, for language support:

-- Reassignment of Hispanics was made on the basis of schools offering bilingual and bicultural programs.
-- Similar to Boston provisions, adapted in Cleveland and Milwaukee, Hispanics and Asians were given priority assignment at schools offering bilingual instruction. The cluster plan involving assignment of groups of 20 students per grade in three consecutive grades, though subject to modification, was used.

E. Reactions of Hispanics/Asians/Other Minorities, if any/if available:

-- Some Hispanics were concerned over being counted as Whites, being bused, and over the resulting disruption of existing bilingual programs. Hispanics expressed a desire to be treated as a third party, and had an interest in quality education over desegregation.

The Provision for Hispanic, Asian, and Other Minority Groups
in Desegregation Plans in Major American Cities

Case Profile

A. School District: Los Angeles Unified Public Schools

B. Demographics: Total School Enrollment 544,328
Racial Breakdown:

White	%	Black	%	Hispanic	%	Asian	%	Others	%
118,120	21.7	116,036	21.3	266,958	49.0	41,321	7.6	1,893	0.4

# Schools in District	Voluntary/Mandatory Plan
615	Voluntary (as of 1981)

C. Classification:
-- Five separate identifiable groups of classification exists: Asian, Hispanics, White, Black, Native American.
-- At present a desegregated school is identified based on a formula with a 60/40 ratio. All groups except Whites are considered a minority. Whites or the minority group may constitute either the 60% or 40% ratio and composition of a desegregated school.
-- The ratio is expected to be adjusted to 75/25 by 1985.

D. Provision - if any, for language support:
-- Bilingual instruction is provided in schools at a level required by both federal and state governmental mandates.
-- There is an English As a Second Language Program, a Bilingual Classroom Teacher Program for schools with a predominant Hispanic, Black, Asian and/or non-Anglo enrollment.
-- The Bilingual Classroom Teacher Program (BCTP) pays teachers with bilingual and bicultural backgrounds to teach up to 2½ hours a week as part of extracurricular instruction.

E. Reactions of Hispanics/Asians/Other Minorities, if any/if available:

-- Hispanics were divided on the Desegregation Plan: Some disapproved of busing Hispanics to predominantly White schools. However, no disruptions or protests occurred.
-- Hispanics, at the initial stages of the desegregation program, voiced resentment over a judge's attempts to distinguish between "Assimilated" (White) and "non-Assimilated" (non-White) Hispanics. Such distinctions were later disallowed by an appellate court.

The Provision for Hispanic, Asian, and Other Minority Groups
in Desegregation Plans in Major American Cities

Case Profile

A. School District: Miami Public Schools (Dade County)

B. Demographics: Total School Enrollment 222,058
Racial Breakdown:

White	%	Black	%	Hispanic	%	Asian	%	Others	%
64,044	28.8	69,557	31.3	86,165	38.8	2,198	1.0	94	0.0

# Schools in District	Voluntary/Mandatory Plan
245	Mandatory

C. Classification:

-- The courts classified Hispanics as White.

D. Provision - if any, for language support:

-- NONE. The desegregation plan did not affect language programs and implementation, because the desegregation plan dealt only with Blacks.
-- In existence, without regard for desegregation, are Lau Centers-bilingual programs, and federal programs for the teaching of English to non-English speaking students.
-- When a school population of Blacks and Hispanics are combined, the language support program, if necessary, follows the Hispanic students to the desegregated school.

E. Reactions of Hispanics/Asians/Other Minorities, if any/if available:

-- Hispanics voiced opposition to the desegregation plan at court hearings.
-- Hispanics protested against having schools identified as desegregated on the basis of percentage Black-percentage Hispanic on the same basis as percentage Black-percentage White. Their protests did not persuade the courts to modify the plan.

The Provision for Hispanic, Asian, and Other Minority Groups
in Desegregation Plans in Major American Cities

Case Profile

A. School District: Milwaukee Public Schools

B. Demographics: Total School Enrollment 89,332
Racial Breakdown:

White	%	Black	%	Hispanic	%	Asian	%	Others	%
39,140	41.9	42,631	49.4	5,700	6.6	1,242	1.4	619	0.7

# Schools in District	Voluntary/Mandatory Plan
161	Voluntary

C. Classification:

-- Hispanics, Asians, and Others included in the broader mass of people as non-Black.

D. Provision - if any, for language support:

-- The cluster feature, as in Boston and used in Cleveland and Detroit, was implemented. Provisions for Hispanic and Asian students were made at elementary and middle schools, which involved students clustered in groups of 20 per grade in three consecutive grades at selected schools. Although modified based on the enrollment and voluntary features of the Milwaukee plan, Hispanic and Asian students were given priority in assignment and placement at schools offering bilingual instruction.
-- Special schools with bilingual education programs formed.

E. Reactions of Hispanics/Asians/Other Minorities, if any/if available:

-- Hispanic community voiced protest due to exclusion in planning; walked out of meetings; expressed fears that desegregation would harm bilingual programs.
-- No organized efforts by Hispanics, beyond court appeals, were taken.
-- In spite of some resistence, to the plan, in the form of community protests, Hispanic acceptance has occurred.

The Provision for Hispanic, Asian, and Other Minority Groups
in Desegregation Plans in Major American Cities

Case Profile

A. School District: New York City Public Schools

B. Demographics: Total School Enrollment 924,215
Racial Breakdown:

White	%	Black	%	Hispanic	%	Asian	%	Others	%
239,496	25.9	356,441	38.6	287,173	31.1	40,626	4.4	479	0.1

# Schools in District	Voluntary/Mandatory Plan
946	Voluntary

C. Classification:
-- Hispanics are classified as a separate identifiable group; tri-ethnic balance is sought at desegregating schools.

D. Provision - if any, for language support:
-- Independent of the desegregation issue, New York state law requires that language services be provided to students scoring at or below the 20%ile on a language proficiency test.

E. Reactions of Hispanics/Asians/Other Minorities, if any/if available:

-- The assignment of Hispanics to some neighborhood schools which were predominantly White resulted in some protests within the White communities.
-- Due to language support provisions, Hispanics did not voice protests in opposition to the school assignments.

The Provision for Hispanic, Asian, and Other Minority Groups
in Desegregation Plans in Major American Cities

Case Profile

A. School District: Philadelphia Public Schools

B. Demographics: Total School Enrollment 202,469
Racial Breakdown:

White	%	Black	%	Hispanic	%	Asian	%	Others	%
52,148	25.8	128,289	63.4	17,043	8.4	4,741	2.3	248	0.1

# Schools in District	Voluntary/Mandatory Plan
257	Voluntary

C. Classification:

-- Hispanics, Asians, and Others (non-Blacks), are classified as a "combined minority" by the School District of Philadelphia.
-- Since 1977, the District considered a school desegregated when the "combined minority" enrollment, inclusive of Blacks made up 25%-75% of a school's student population, and Whites constituted a minimum of 25% of the school's enrollment.
-- As of October, 1983, a school is identified as desegregated if the"combined minority" enrollment, inclusive of Blacks, makes up at least 40% (but not more than 75%) of a school's student population. White students' enrollment in a desegregated school must fall within a 25%-60% range. (over)

D. Provision - if any, for language support:

-- Language support provisions exist independent of desegregation consideration; e.g. Bilingual and English For Speakers of Other Languages (ESOL) programs operate throughout the district.
-- The School District provides a language teacher to a school where twenty (20) or more students need language support.

E. Reactions of Hispanics/Asians/Other Minorities, if any/if available:

-- The Hispanic community has recently voiced negative concerns about bilingual educational programs; no opposition to the School District's desegregation policies has been expressed.

-- The Pennsylvania Human Relations Commission (PHRC), a state agency that oversees school desegregation throughout Pennsylvania, has in the past counted Hispanics as an "Other minority" to be considered when their enrollment percentage equaled or exceeded 20% of a school's student enrollment. Asians and Others are not counted by the Commission.

-- According to the Commission, a school is considered desegregated if it has a White enrollment of 25%-60%, and minorities (Blacks, Hispanics) make up the corresponding 75%-40%. (Hispanics are counted if they are at least 20% of the school's enrollment.)

The Provision for Hispanic, Asian, and Other Minority Groups
in Desegregation Plans in Major American Cities

Case Profile

A. School District: San Francisco Unified Public Schools

B. Demographics: Total School Enrollment 60,234
Racial Breakdown:

White	%	Black	%	Hispanic	%	Asian	%	Others	%
10,143	16.8	13,789	22.9	10, 328	17.2	25,630	42.6	344	0.6

# Schools in District	Voluntary/Mandatory Plan
129	Mandatory

C. Classification:

-- Nine ethnic groups are recognized as a result of the court mandated plan: (1) White, (2) Black, (3) Spanish surnamed, (4) Chinese, (5) Japanese, (6) Korean, (7) American Indian, (8) Philippino, (9) Other, non-White.
-- A desegregation formula is used which states that in so-termed "boundary" (regular) schools the largest ethnic group may not exceed 45% of the total school enrollment; in schools termed, "Alternative schools" -- which draw students from throughout the entire district, the largest ethnic group may not exceed 40% of the school population in order to be considered desegregated.

D. Provision - if any, for language support:

-- A court order concerning bilingual instruction exists. Language provisions are not a condition of the desegregation order.
-- An extensive bilingual program operates throughout the district.
-- Where there are at least 10 language deficient students in a school, a bilingual program has been established.

E. Reactions of Hispanics/Asians/Other Minorities, if any/if available:

-- After learning that the desegregation plan called for busing minorities out of the community, Chinese Americans became intervenors in the court case, and staged boycotts.
-- In general, no apparent outbreaks of violence were associated with the implementation of the desegregation plan.

The Provision for Hispanic, Asian, and Other Minority Groups
in Desegregation Plans in Major American Cities

Case Profile

A. School District: Seattle Public Schools

B. Demographics: Total School Enrollment 45,412
Racial Breakdown:

White	%	Black	%	Hispanic	%	Asian	%	Others	%
23,377	51.5	10,445	23.0	1,986	4.4	8,277	18.2	1,327	2.9

# Schools in District	Voluntary/Mandatory Plan
100	Voluntary

C. Classification:

-- The use of a federal definition was applied to identify four separate ethnic groups: (1) White, (2) Black, (3) Hispanic, (4) Asian and Native American.
-- Initially, Blacks, Asians and Others, and Hispanics were considered as minority groups. As a minority, no single group could constitute 40% or more of a school's enrollment.
-- Later, a school was considered desegregated if the combined minority enrollment did not exceed the districtwide enrollment percentage of minorities by 20%. Presently, the percentage has been adjusted down to 15%.
-- In 1985, a state regulation is expected to go into effect which will require (over)

D. Provision - if any, for language support:

-- Extensive bilingual programs exist.
-- There is a high percentage of Indo-Chinese in the school system. Often, they are assigned out of their home schools to language center schools which are usually in segregated neighborhoods.
-- Language deficient Indo-Chinese are exempted from the desegregation plan by the court.

E. Reactions of Hispanics/Asians/Other Minorities, if any/if available:

-- Indo-Chinese, Native Americans, and the Chicano populations were not against desegregation, but they were more interested in assurances of the preservation of bilingual programs.
-- Chicanos and Native Americans expressed support for desegregation, but were concerned with the quality of schools.

SCHOOL DISTRICT

SEATTLE PUBLIC SCHOOLS

C. Classification (Cont'd.)

that a school be classified as desegregated if Whites, or two minority groups, do not make up more than 65% of a school's enrollment.

Conclusion

There is unanimity among researchers concerning the limited source of information, and research done, on Hispanics and desegregation. The data and research on Asian-Americans and Others are equally, if not more, scarce. Thus, there was the need for personal communications with school administrators throughout the country. It has been suggested that the reasons for this lack of information are due to the population size and lack of political impact that such ethnic groups have thus far had on education and desegregation issues. This is changing.

The need for the research literature, and program evaluators to address the issue of desegregation and Hispanics, Asians, and Others, is evident by the growing number of desegregation programs that may be faced with a school populus seeking redress; similar to Blacks who have been the focal point, along with Whites, of school desegregation and education in America's urban settings.

From an extensive review of research on Hispanics and other minority groups (exclusive of Blacks), it appears that Hispanics and other groups, due to family and culture, have an attachment to their community schools and are not enthusiastic about busing schemes. However, if bilingual program assurances are given to Hispanics, Asians and Others, cooperative efforts and support for desegregation from them seem likely.

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APPENDICES:

Appendix A - Summary Chart
Appendix B - List of Cities
Appendix C - Research Agenda
Appendix D - Map of Cities

APPENDIX A : SUMMARY CHART

SUMMARY CHART: MAJOR AMERICAN SCHOOL DISTRICTS' DESEGREGATION PLANS AND POLICY ON HISPANICS, ASIANS, AND OTHERS (non-BLACKS)

School District/ Type of Plan	Ethnic Group Classification: Black	White	Identifiable Group	Provision For Language Support: Federal Compliance	Added Language Provisions	Community Reactions: Acceptance	Protest	Voiced Concern
Boston/Mandatory		*	*	*	*		*	*
Chicago/Voluntary			*	*	*			*
Cleveland/Mandatory		*		*	*		*	*
Dallas/Mandatory			*	*	*	*		
Detroit/Mandatory		*		*	*			*
Denver/Mandatory			*	*	*	*		
Los Angeles/Voluntary			*	*	*			*
Miami/Mandatory		*		*			*	*
Milwaukee/Voluntary		*		*	*			*
New York/Voluntary			*	*		*		
San Francisco/Mandatory			*	*	*			*
Seattle/Voluntary			*	*	*			*

APPENDIX B: LIST OF CITIES

CITIES PROFILED

N = 13

Boston, Massachusetts

Chicago, Illinois

Cleveland, Ohio

Dade County (Miami), Florida

Dallas, Texas

Denver, Colorado

Detroit, Michigan

Los Angeles, California

Milwaukee, Wisconsin

New York, New York

Philadelphia, Pennsylvania

San Francisco, California

Seattle, Washington

Appendix C: Research Agenda for the Study of Desegregation and Hispanics, Asians, Others (non-Blacks)

DESEGREGATION AND HISPANICS

(Reproduced from Assessment of Current Knowledge About the Effectiveness of School Desegregation; A Synthesis of Findings. Hawley, et al., 1981, Vol. II, pp. 59-62)

If present trends continue, there will come a time in the not too distant future when Hispanic public school students outnumber their black cohorts. In many districts, Hispanics outnumber blacks at the present time. For example, there are more blacks than Hispanics in only seven of the metropolitan areas west of the Mississippi River. There is very little empirical research on how desegregation affects Hispanic students or how the presence of a sizeable Hispanic population will affect the character of the desegregation process in both two race and three race districts.

There have been frequent calls for more research, but these admonitions have had little effect. One could seek to develop a full-scale research agenda that replicates the substantial literature on blacks. When one reviews the queries posed as important research questions by reviews of the literature on desegregation and Hispanics (cf. Uribe and Levinsohn, forthcoming; National Institute of Education, 1977), it appears that many of the issues raised are similar to the issues raised with respect to blacks. Thus, it may be possible to generate useful knowledge about desegregation and Hispanics by asking why we would expect Hispanics to be affected by or to affect the desegregation process any differently than blacks.

Answers to such a general question would allow us to use the existing research on blacks as appropriate and to focus on areas of hypothesized differences.

This approach would profit from theory but we can offer none. We assume that scholars concerned with ethnicity and cognitive development would have helpful insights upon which theory might be developed. Without the benefits of theory, it seems that the "potential differences approach" would give rise to the questions below:

1. What are the sources of opposition to and support for desegregation among Hispanics?

2. How do peer group relationship influences differ for Hispanics, blacks and whites?

3. Do Hispanics have different styles of cognitive learning?

4. What are the important sources of conflict among Hispanics, blacks and whites? How, in general, does the presence of Hispanics in "tri-ethnic" schools affect race relations?

5. Do Hispanic/white schools differ from black/white schools in the nature of student interaction and do such differences, if any, vary by the socioeconomic background of the respective ethnic or racial groups?

6. Do whites react differently, in terms of "white flight," to sending their children to school with Hispanics than with blacks? If so, on what assumptions are these different dispositions based?

7. Are Hispanics attracted to certain types of "magnet" schools? If so, why?

8. Do teachers have different expectations and biases with respect to Hispanics? If so, what are they?

9. Are the presumed benefits of desegregation for non-English speaking (NES) or limited-English proficiency (LEP) students constrained by the fact that younger children benefit most from desegregation but younger Hispanics are more likely to be NES or LEP?

10. Do the relative importance of family ties and differences in sibling relationships that characterize Hispanic students hold important implications for pupil assignment and parent involvement strategies?

11. What are the sources of a strong self-concept (in its various dimensions) among Hispanic students and how do these differ, if at all, from those most relevant to the self-concept of blacks and whites?

Beyond these questions there are a number of practical and policy issues that require further research.

1. Is there a market for bilingual education among English speaking students and parents? If so, for what types of bilingual programs?

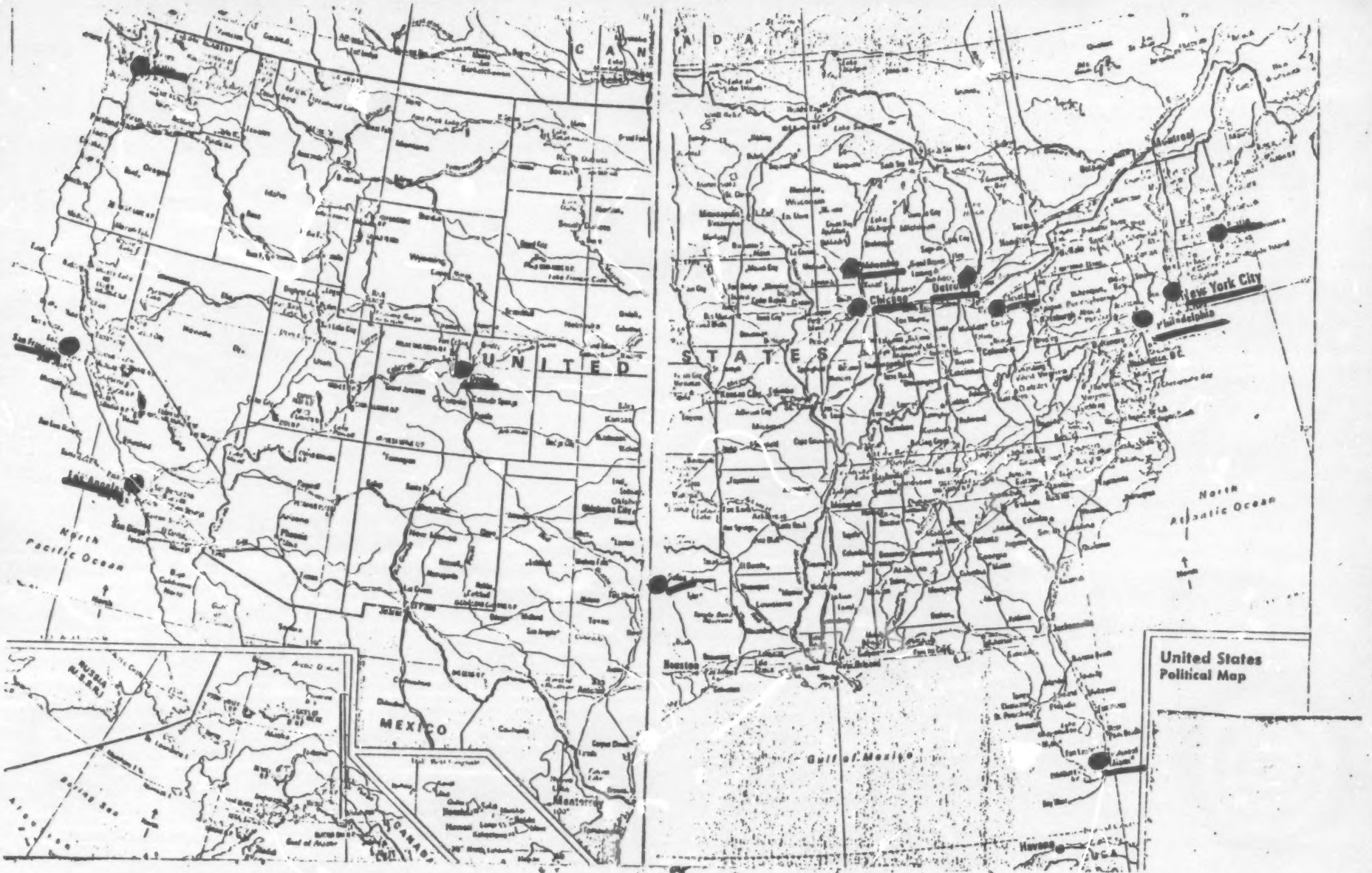
2. Are different approaches to bilingual education more compatible with desegregation than others? What models for compatability exist?

3. Can teachers handle the complexity of bilingual education and desegregation?

4. What type of staff training is appropriate in bilingual desegregated schools?

Finally, it is very important that researchers avoid the temptation to assume that all Hispanic students have the same cultural, ethnic and other background characteristics. Some obvious distinctions to keep in mind are those involving social class differences, immigration status and generation. It is also likely that important differences exist among different Hispanic groups (e.g., Cuban, Mexican-American and Puerto Rican, etc.) in reaction to and effect on desegregation (cf. Crain and Mahard, 1980).

APPENDIX D: MAP OF CITIES



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